

## VIII. TRANSPORTATION

### Introduction

Transportation solutions for downtown involve a very complex approach. The transportation network is provided by the City, Sound Transit, King County Metro, Washington State Ferries, AMTRAK, and other providers. The network serves commuters, downtown businesses and residents as well as regional organizations and users who travel to and through the downtown. The Downtown Plan therefore must provide a strong and flexible policy framework that can respond to these diverse demands while also evolving as improvements are completed and growth in service demands increases. Major principles include

### Improve Mobility Throughout Downtown

- Revise and re-designate street functions to align with appropriate pedestrian, transit, bicycle and auto needs;
- Plan and improve pedestrian "arterial" corridors;
- Plan and improve principal transit arterials and "hubs" in conjunction with Sound Transit, Metro/KC, and WSF service improvements;
- Develop a downtown-wide transit and way-finding signage system serving all modes and parking resources in a broad public outreach program;

### Upgrade Pedestrian-,Oriented Streets and Bicycle Streets

- Designate new Green Streets per neighborhood plans;
- Define City process, funding strategies, and departmental leadership for Green Street implementation;
- Integrate pedestrian improvement program including hill-climbs with urban design framework plan, and design review;

- Designate and improve key bicycle streets (N-S & E-W) to avoid conflict with transit.

### Upgrade Parking Management Programs

- Extend meter times in neighborhood "main streets" with night-time activity;
- Increase enforcement and overtime fines, and use revenues for neighborhood projects;
- Assist neighborhoods in developing parking facilities to support new residential development and short-term retail uses.



### POLICY T-1 : REGIONAL TRANSIT ACCESS

The City/Sound Transit/Metropolitan Services Department of King County plan for a high capacity downtown transit corridors, as modified by on-going planning and engineering studies, shall be an integral element of the Downtown Plan. These improvements shall: 1 ) provide capacity to meet forecast transit growth through the year 2014; 2) reduce travel time by transit; 3) reduce transit congestion of surface streets; 4) reduce transit rider crowding on sidewalks; 5) reduce diesel bus noise and odor; and 6) provide an attractive and pleasant street

environment for the pedestrian and transit rider.

#### Implementation Guideline 1 Surface Improvements

Surface improvements to downtown streets designated as primary transit streets, pedestrian streets, green streets, and bicycle streets shall be designed to: 1) facilitate surface transit operations while maintaining auto circulation and loading needs; 2) provide a pleasant environment to encourage pedestrian activity and transit ridership; 3) reduce odor, noise and visual impacts of surface transit operation; 4) facilitate access to both the surface and tunnel transit operations; and 5) facilitate the [and use, urban form, street environment and internal circulation policies of the Downtown Plan.

#### Implementation Guideline 2 Regional Connections

Completion of regional transit improvements shall be integrated with the Downtown Plan. Elements include:

- A. Transit access to the 1-5/1-90 interchange.
- B. Completion of 1-90 transit facilities.
- C. Exclusive transit/carpool lanes on 1-5.
- D. Expansion of the trolley bus network.
- E. Additional transit service.

#### **POLICY T-2: TRANSIT CIRCULATION**

The street level elements of the regional transit system shall be improved and expanded to provide the primary mode of vehicular travel among downtown activities. The system shall be integrated with the transit tunnel, the pedestrian circulation network, peripheral parking facilities and other modes of travel to downtown including the ferry system, intercity bus and intercity rail.

#### Implementation Guideline 1 Base Circulation System

A base circulation system consisting of modifications to existing service and additional downtown routes shall be developed. The following elements shall be considered as part of the base system:

- A. A local downtown circulator (separate from regional bus lines) providing easy access within and between neighborhoods.
- B. East-west service improvements to connect First Hill and other communities to the ferry terminal and downtown.
- C. Potential extensions of the Waterfront Streetcar to serve other adjacent communities such as Seattle Center.
- D. Rehabilitation and/or expansion of the monorail to improve service, safety and efficiency.
- E. Improved routing, scheduling, signage and rider information to integrate all public transportation services.

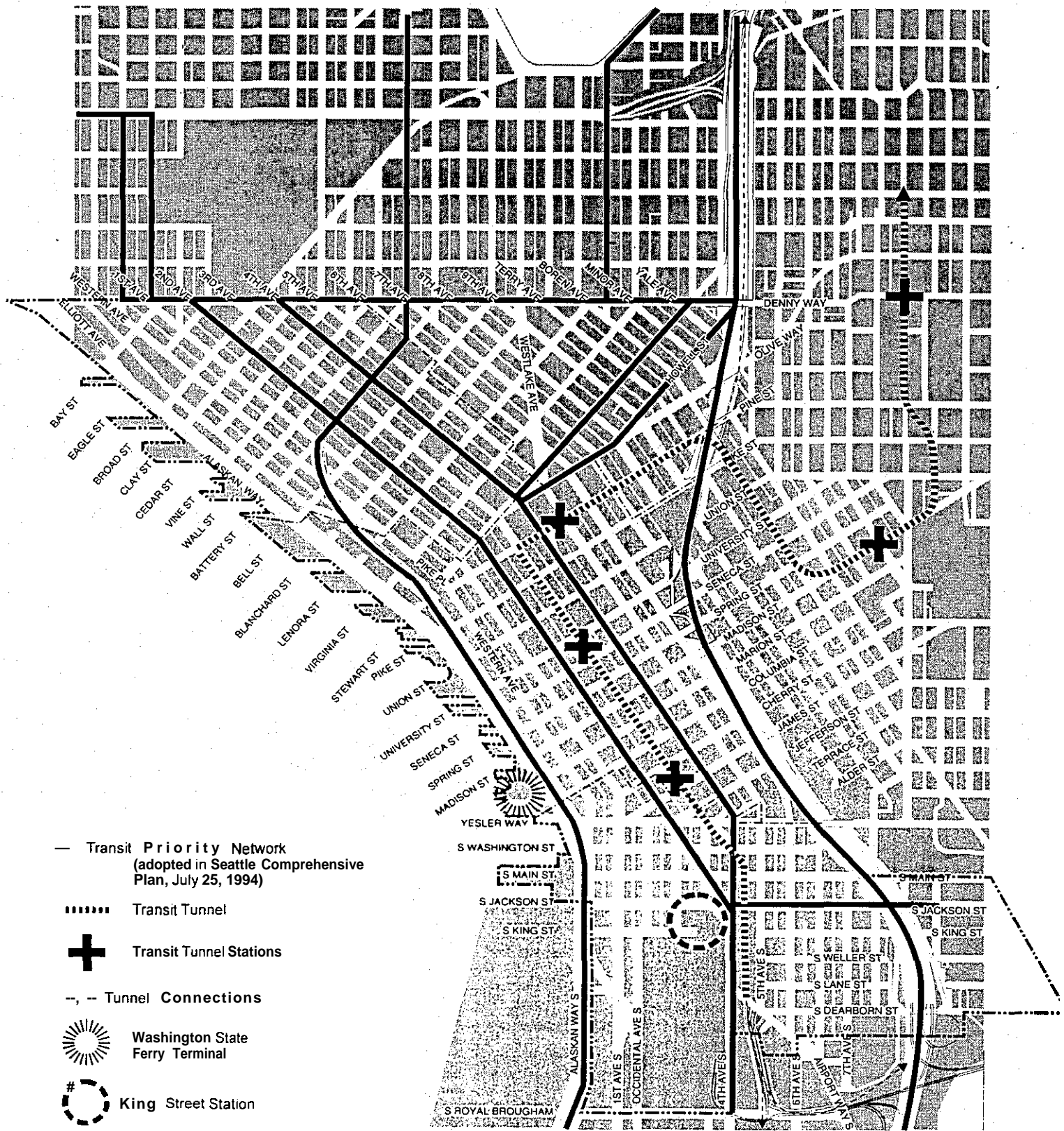
#### Implementation Guideline 2 Long Range System and Incentives Agreement

A long range program of transit circulation improvements, together with an incentives agreement defining the appropriate mechanisms by which service as identified in the downtown plan and the Seattle Transit Initiative will be added, shall be developed between the Metropolitan Services Department of King County, Sound Transit and the City. The following shall be considered as part of this work:

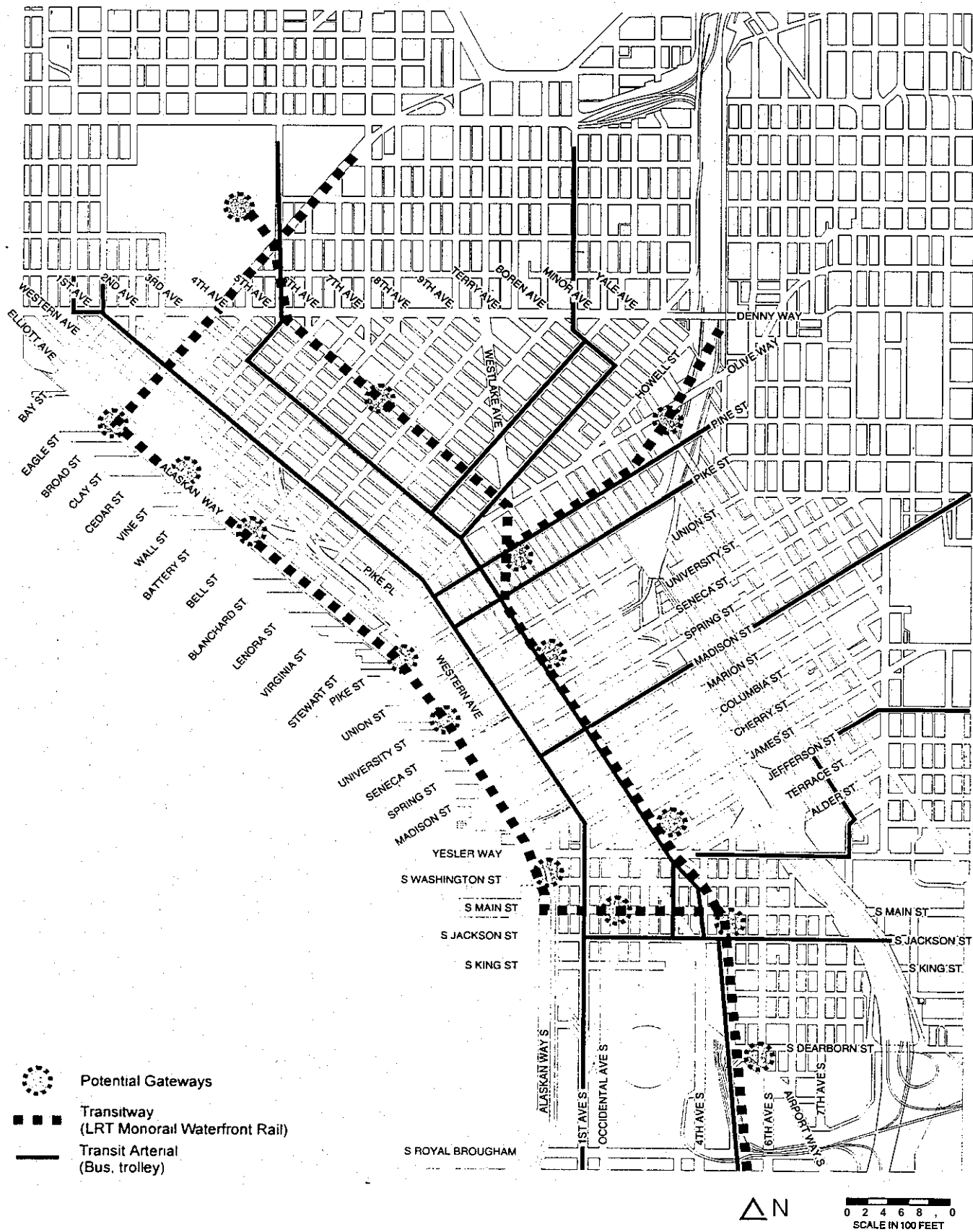
- A. Expanded hours and frequency of service on the base system.
- B. Addition of new types and levels of services.

#### Implementation Guideline 3 Ride-Free Zone

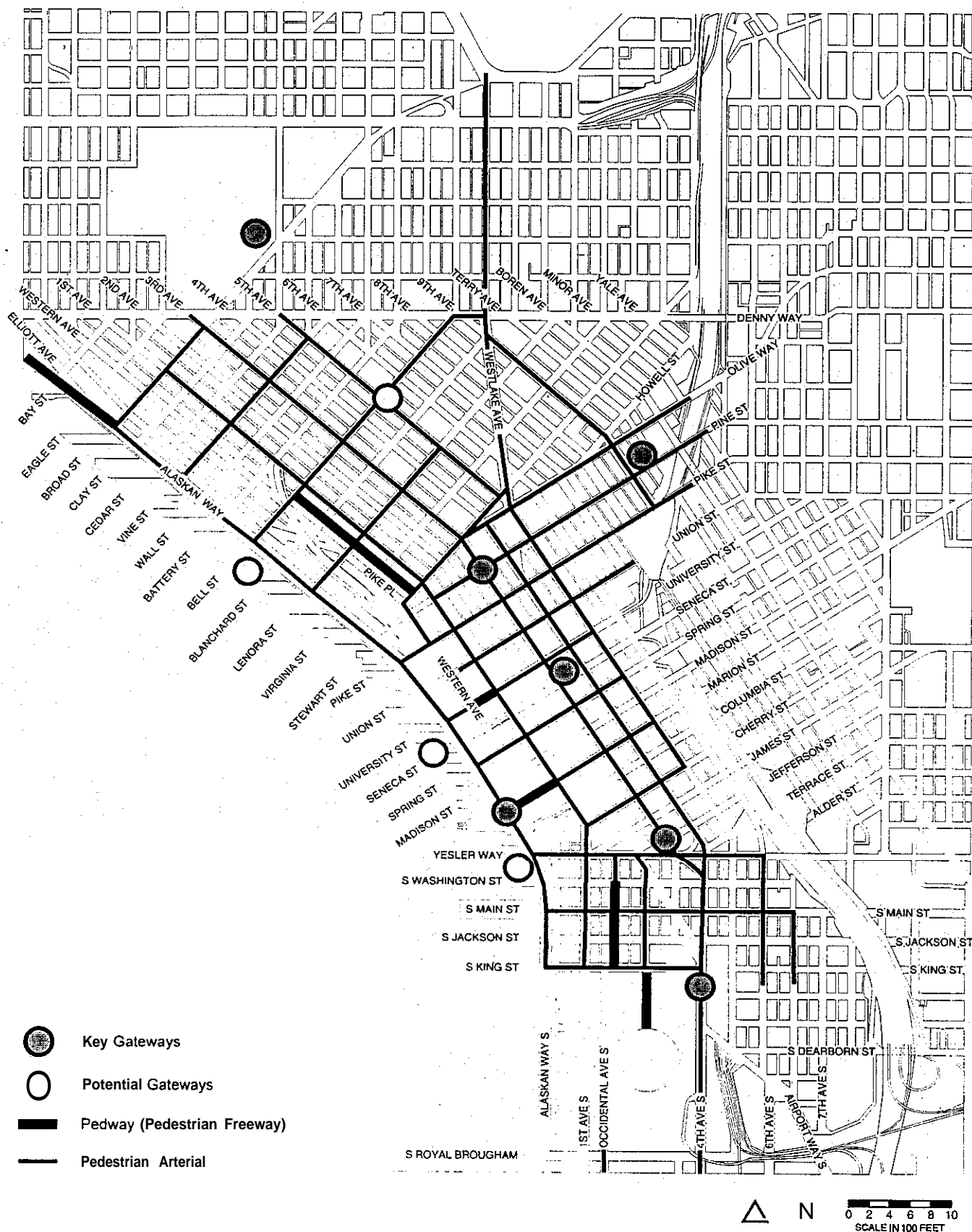
The ride-free zone shall be retained and expanded based on on-going discussions and demand analyses.



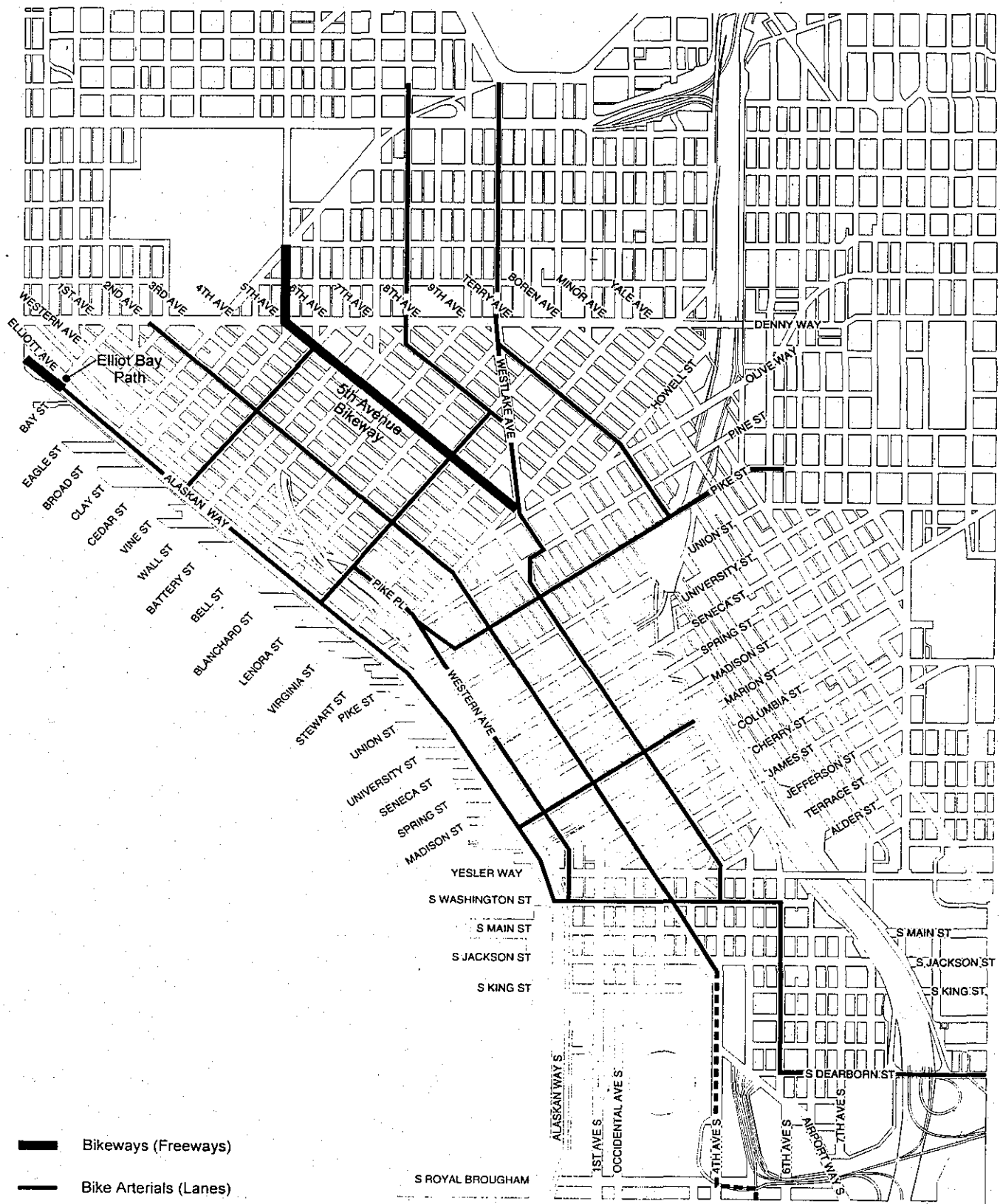
## Regional Transit Access



Transit, Network Hierarchy



Pedestrian Network Hierarchy



**POLICY T-3: VEHICULAR ACCESS AND CIRCULATION**

The efficiency of the regional highway system and major arterials within downtown shall be maximized for vehicular access and circulation; through-traffic within downtown's residential and shopping areas as well as those surrounding downtown shall be discouraged to facilitate peak-hour traffic which provides access to the regional highway network. The adopted regional traffic access and circulation improvements contained within the Regional Transportation Systems Plan shall be integral elements of the Downtown Plan.

**Implementation Guideline 1 Downtown Access and Circulation**

The following projects shall be undertaken to improve access to and local traffic circulation within downtown.

- A. Ferry Terminal. Expand the Washington State Ferry Terminal at Colman Dock, including additional off-street storage for waiting vehicles.
- B. Alaskan Way. Continue actions that de-emphasize the use of Alaskan Way by through traffic between the Ferry Terminal and Pier 70
- C. Westlake Boulevard. Develop Westlake Avenue between Olive Way and Valley Street as a two-way boulevard and revise circulation patterns in the general area as part of a comprehensive community development program for the Westlake Boulevard/South Lake Union area.
- D. Stewart Street/Denny Way Intersection. Grade separate the intersection of Stewart Street and Denny Way.
- E. Consider alternative traffic flow utilization of the north-south arterials as part of the planning for enhanced transit service speed and reliability.
- F. Signal improvements. Upgrade the downtown traffic signal system to improve the flow of traffic and improve transit operations.

**POLICY T-4: PEDESTRIAN CIRCULATION**

Pedestrian circulation shall be the principal method of movement within downtown. The street level environment shall be improved as the primary component of the pedestrian network. Wherever possible, the pedestrian network shall be accessible to the elderly and disabled.

**Implementation Guideline 1 Pedestrian Circulation Improvements**

A comprehensive program of public improvements to streets and sidewalks shall be undertaken in coordination with the transportation, open space, land use and urban form policies of the urban design framework plan. Pedestrian circulation improvements shall include:

- A. Downtown Transit Corridor. Develop surface pedestrian improvements along Third Avenue and Pine Street, integrated with the transit tunnel as part of planning for station area development.
- B. Spot Improvements. Undertake a program of location specific pedestrian improvements at major bus stops and high volume pedestrian locations.
- C. Green Streets. Develop green streets in downtown neighborhoods for added passive and active pedestrian space in accordance with the neighborhood plans and the open space element of "the Downtown Plan.
- D. Denny Regrade Boulevard. Develop a landscaped transit/pedestrian boulevard with widened sidewalks along Third Avenue (in accordance with the Belltown Streetscape Guidebook) through the Denny Regrade as an extension of the Downtown Transit Corridor.
- E. Westlake Boulevard. Develop a landscaped boulevard with widened sidewalks along Westlake Avenue between Olive Way and Valley Street consistent with the Denny Triangle, Commercial Core and South Lake Union neighborhood plans.

F: Waterfront Linkages. Retain and improve pedestrian connections and access through downtown east-west and between downtown and the waterfront including additional hill-climb opportunities as part of both public and private projects.

**Implementation Guideline 2 Incentives for Pedestrian Circulation Improvements**

The floor area bonus system shall include incentives for features such as widened sidewalks, overhead weather protection, through-block connections and elevators and escalators on steep hills.

**Implementation Guideline 3 Pedestrian Skybridges, Aerial Trams and Tunnels**

Pedestrian grade separations, whether by skybridge, aerial tram or tunnel, may be allowed only when their development conforms with City code requirements and meets all the following criteria:

- A. Street Level Views will not be adversely affected.
- B. Topographic and functional conditions require pedestrian circulation above or below the street or an unsafe or congested condition exists at the street level.
- C. or detract from a reasonable level of pedestrian activity on the street.
- D. Direct physical and visual access to/from the facility will be provided to adjacent sidewalks, open spaces or public plazas.

**POLICY T-S: BICYCLE CIRCULATION**

Bicycle access to and within downtown shall be encouraged and enhanced. Bicycles shall be allowed use of all downtown streets; routes or corridors to connect downtown with the citywide network of bicycle routes shall be established; and bicycle storage facilities shall be provided in major new public and private development.

**Implementation Guideline 1 Bicycle Lanes**

Opportunities to create lane separated bicycle routes along key bicycle streets identified in the downtown bicycle transportation plan shall be

explored as part of the proposed community development activities for these areas.

Specific improvements shall be determined by implementation studies and could include signing or actions to increase bicycle safety, such as modifying storm sewer grates to prevent entrapment of bicycle tires.

**Implementation Guideline 2 Bicycle Parking**

Bicycle parking and storage facilities shall be required in major new developments.

**POLICY T-6: STREET CLASSIFICATION SYSTEM**

Downtown's streets shall be classified in accordance with standards defining the functional relationships of the various uses of the right-of-way. This classification system shall integrate multiple vehicular and pedestrian needs, minimize modal conflicts, reflect and reinforce adjacent land use, and provide a basis for physical changes and improvements.

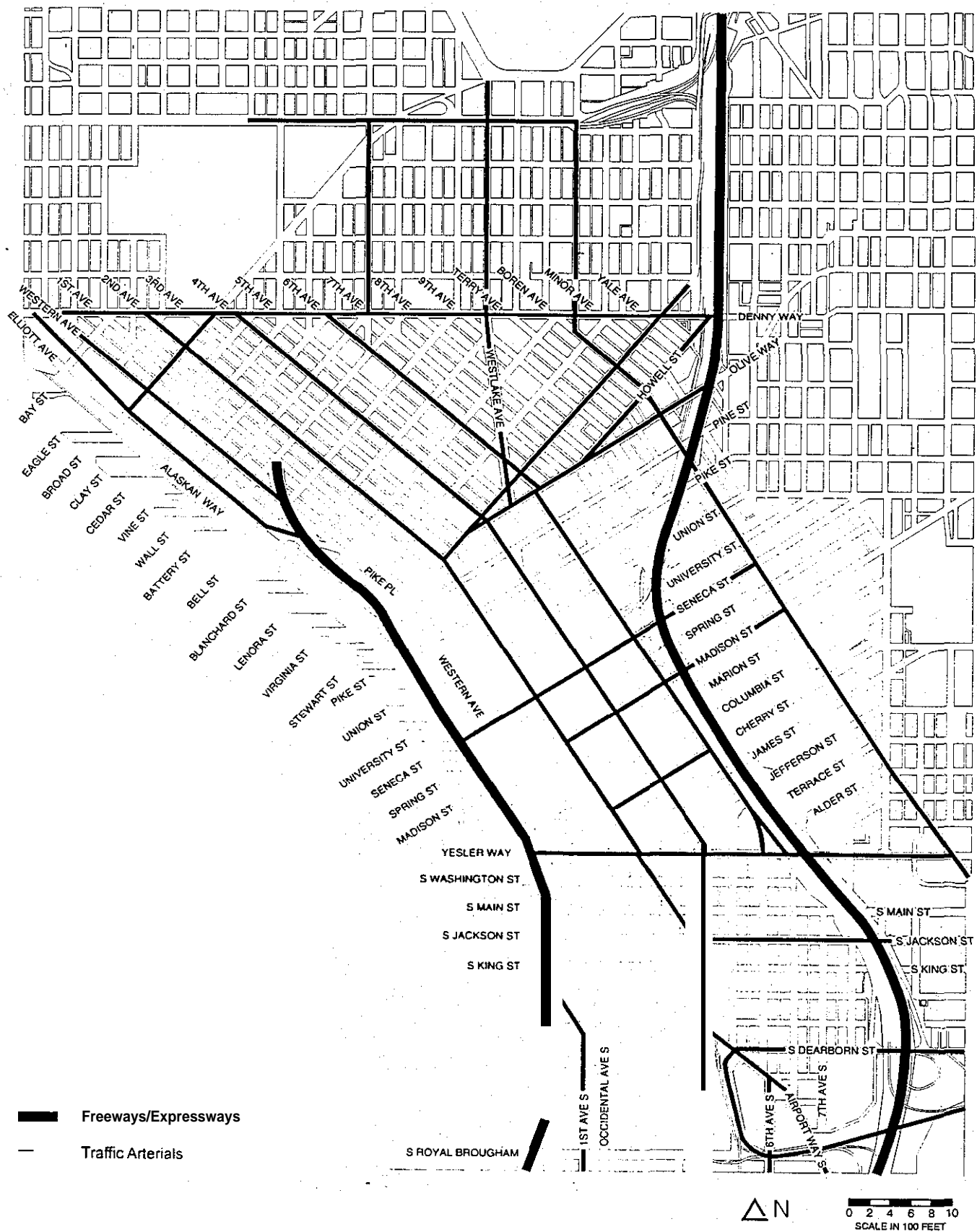
**Implementation Guideline 1 Classification System**

Downtown streets shall be classified by four categories: 1 ) traffic function, 2) transit function, 3) pedestrian function and 4) bicycle function. This system shall be used to identify and prioritize capital improvements and operating changes.

**Implementation Guideline 2 Traffic Classification**

Downtown streets shall be classified in accordance with the Traffic Street Classification Table and designated in accordance with the Traffic Street Classification Map.





Vehicular Network Hierarchy

**Implementation Guideline 3 Transit Classification**

Downtown streets shall be classified in accordance with the Transit Street Classification table and designated in accordance with the Transit Street Classification map. The primary intent of this system is to ensure that high volumes of buses are limited to streets with adequate sidewalk space for waiting riders.

**Implementation Guideline 4 Pedestrian Classification**

Downtown streets shall be classified in accordance with the Pedestrian Street Classification table and designated in accordance with the Pedestrian Street Classification map. Downtown pedestrian classifications represent much more intense use than comparable classifications elsewhere in the city.

**Implementation Guideline 5 Vehicular Access to Abutting Property**

Vehicular access shall be controlled through the downtown design review process to ensure that pedestrian safety and security is maintained.

TRAFFIC STREET CLASSIFICATION	
CLASSIFICATION	FUNCTION
Regional Arterial/Expressway or Regional Arterial	Inter-regional vehicle travel
Principal Arterial	Primary vehicular access route to/from downtown; also, some internal circulation
Minor Arterial	Distributes traffic from principal arterials and serves downtown circulation
Access Street	Provides access to abutting property, off-street parking and loading
Green Street	See Policy 22: Open Space, Implementation Guideline 3

TRANSIT STREET CLASSIFICATION	
CLASSIFICATION	FUNCTION
Principal Transit Street	Principal transit corridor serving regional and downtown transit access and circulation
Major Transit Street	Major transit corridor serving downtown transit access and circulation
Minor Transit Street	Minor transit corridor serving downtown transit access and circulation

PEDESTRIAN STREET CLASSIFICATION				
CLASSIFICATION	FUNCTION	DESIGN STANDARDS FOR ABUTTING DEVELOPMENT	MINIMUM SIDEWALK WIDTH	PARKING
Class I - High Pedestrian Activity Street	Major link in pedestrian circulation system	Use and Development standards apply	Greatest width if street has principal transit classification	May be eliminated to provide minimum width or parking at intersections
Class II - Moderate Pedestrian Activity Street	Secondary link in pedestrian circulation system	Use and Development standards apply	Standard width	May be eliminated to provide minimum width or parking at intersections
Green Street	Link in pedestrian circulation network and element of open space/bonus system	Use and Development standards apply	Variable depending on design of green street	May be eliminated depending on design of green street

**POLICY T-7: PARKING**

Actions shall be taken to ensure an adequate supply of parking to meet forecast needs, balanced with incentives to encourage the use of transit, vanpools, carpools and bicycles as alternatives to commuting by auto. A minimum parking requirement shall be established to mitigate the transportation impacts of new non-residential development; short term parking shall be preferred to meet shopper and visitor needs; and new long term parking facilities shall be encouraged in areas where traffic impacts can be mitigated.

**Implementation Guideline 1 Minimum Parking Requirement**

Minimum parking requirements shall be established for new non-residential development throughout downtown both for long term parking (commuters) and short term parking (visitors and shoppers) Long term parking shall be required based on forecast year 2014 transit and ridesharing use and shall vary by area depending on the availability of transit service and neighborhood plan priorities. Short term parking requirements shall vary by use only. Required parking shall be provided within walking distance from the principal use.

A percentage of the parking spaces provided to meet the long term parking requirement shall be reserved for carpools in order to encourage travel in high occupancy vehicles.

**Implementation Guideline 2 Maximum Parking Limitations**

In order and to encourage the use of transit and high occupancy travel to mitigate increases in traffic impacts, long term accessory parking shall be limited and may be allowed to be increased above the limits only through administrative review procedures.

**Implementation Guideline 3 Off-Street Loading**

To accommodate building service and delivery needs without disrupting traffic and street level pedestrian activity, new

development shall be required to provide off-street loading spaces.

**Implementation Guideline 4 Location of Principal Use Parking**

Principal use parking shall be limited to only those areas designated on the Principal Use Parking Map and governed by the following:

- A. To facilitate shopping and access to personal services, short term parking garages may be permitted as identified in neighborhood plans.
- B. Long term parking garages may be permitted through administrative criteria and review procedures only in those areas where the traffic generated by the parking facility will not cause serious congestion or negatively impact adjacent pedestrian and land use activities, or discourage transportation management programs established to reduce travel in single occupant vehicles.
- C. Surface parking lots disrupt the pedestrian environment at street-level, reduce the level of activity desired downtown, and facilitate single occupant vehicle travel. Permanent surface parking lots may be permitted through administrative criteria and review procedures only in the areas of downtown shown on the Principal Use Parking map, where the impacts associated with these uses may be mitigated. In other areas, permanent surface parking lots would be inconsistent with the short and long term parking policies, and policies concerning the pedestrian and street level environment
- D. Principal use parking garages dedicated to residential parking may be permitted in residential districts through administrative criteria and review procedures.



**Implementation Guideline 6 Downtown Parking Fund**

The downtown parking fund shall facilitate the construction of parking facilities. Potential fund sources include contributions in lieu of constructing required accessory parking on site, revenues from existing and future public parking facilities, property or business assessment districts formed to construct downtown parking, and proceeds from the sale of revenue bonds or other bonds for parking construction.

Parking facilities shall be developed in accordance with the following priorities based on the neighborhood plans and the Parking Development map:

- A. Parking to serve residential needs where it is determined that such actions can significantly assist the production of affordable housing.
- B. Long term parking on the periphery of downtown facilitated by contributions to the parking fund in lieu of providing required accessory parking on site.
- C. Facilities to serve the international District and Pioneer Square in conjunction with mitigation programs associated with the ballpark and football stadiums and other neighborhoods in conjunction with their plans



#### **POLICY T-8: TRANSPORTATION PROJECT PRIORITIES**

Priorities for downtown transportation improvements shall be established. The City, through its own Capital Improvement Program or through intergovernmental lobbying efforts, shall give highest priority to transit and high occupancy vehicle improvements that serve commuter travel, transit and pedestrian improvements that serve internal circulation, and streetscape projects that improve the quality of the pedestrian environment in residential and shopping areas.

##### Implementation Guideline 1 Transportation Criteria

The following criteria shall be considered for identifying and prioritizing downtown transportation improvements:

- A. Highest priority shall be given to projects that:
  - . Improve the capacity and attractiveness of transit and other high occupancy modes for peak hour travel to downtown;
  - . Improve transit, pedestrian and bicycle circulation among downtown areas; and
  - . Enhance the street level environment for pedestrians in areas targeted for residential, retail and open space development.
8. Secondary priority shall be given to projects that:
  - . Reduce vehicular congestion on downtown streets;

- ., Better utilize the capacity of downtown arterials and facilitate traffic bypassing the downtown;
- . Address neighborhood needs; and
- . Address long term parking needs on the periphery of downtown.

#### **POLICY T-9: USE OF STREET SPACE**

Streets, alleys and other public rights-of-way shall not be vacated unless it is demonstrated that the vacation will result in a public benefit. Permanent use of any portion of the street right-of-way which allows the area of the abutting building to be enlarged shall require a street vacation. Temporary private use of the public street right-of-way shall be allowed only where it will add interest and vitality to the street environment, increase pedestrian comfort, and not conflict with the circulation function of the street or seriously obstruct views. The design and placement of bus shelters, street "furniture, utilities and landscaping shall promote a high quality pedestrian oriented street environment.

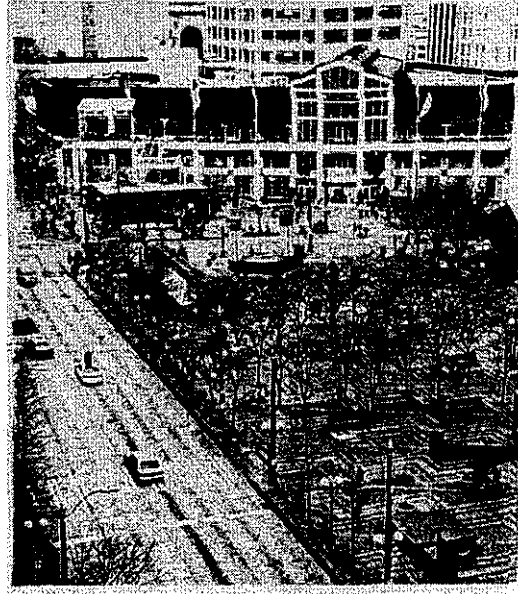
##### Implementation Guideline 1 Street and Alley Vacations

Most downtown streets and many alleys provide needed circulation space, access to private property, utility corridors, light, air and open space. Only when achievement goals and policies of the downtown plan will be facilitated, shall a vacation be granted.

The following shall guide consideration of specific street or alley vacation petitions:

- A. Streets.
  - . Streets designated as arterials shall not be vacated.
  - . Streets designated as green streets shall not be vacated unless comparable public open space and pedestrian circulation connections are provided. Improved green streets shall not be vacated unless such vacation is in the interest of the community as identified in the neighborhood plan.

- View corridor streets designated in Policy LU-22: Street Level Views shall not be vacated except when conditions are placed on the vacation which will ensure preservation of the view corridor.
- Vacation of any street which could result in increased shadows on public parks shall not be granted except when conditions are placed on the vacation that will prevent shadow impacts greater than those possible under the zoning rules prior to the vacation.
- Vacation of a portion of a street right-of-way to allow enlargement of building area into the street right-of-way shall not be permitted a) on view corridor streets designated in Policy LU-22: Street Level Views, or b) where there would be adverse impacts on street level public open space and light and air provided by the street.



#### B. Alleys

Generally, alleys in the downtown urban center provide a wide range of functions ranging from loading and service to pedestrian access to the interiors of blocks. As a result, alley vacations shall be discouraged, and:

- Alleys which are part of the primary pedestrian circulation system (such as Post Alley) shall not be vacated unless comparable public pedestrian circulation is provided and the pedestrian environment along the corridor is improved.
- To ensure compatible scale and character of infill development, alleys in historic districts shall not be vacated.

## IX. IMPLEMENTATION

### WORK PROGRAM

The Downtown Urban Center Planning Group has identified a number of detailed analyses and implementation planning programs which are needed to achieve the Plan goals. The following defines the work program scopes for these programs.

#### Initial Action Work Program

#### DOWNTOWN URBAN DESIGN FRAMEWORK PLAN

The Draft Downtown Plan prepared by the Downtown Urban Center Planning Group, (DUCPG) contains recommendations for land use, transportation, housing, and human, services improvements to downtown. These recommendations are related to-, and consistent with the recommendations of the five downtown urban village neighborhoods. Many of the recommendations rely on further *analysis*, planning and design associated with the wide range of initiatives that are proposed within the downtown urban center. Therefore, the DUCPG recommends the development of an urban design framework plan that will coordinate these on-going efforts with the vision and principles of the downtown community as well as provide a more structured basis for making incremental implementation decisions at the project level. The following describes the proposed scope for this work.

#### Objectives

- Create a highly visual, unifying framework that enhances the unique character of each downtown neighborhood and reinforces a *sense* of place.
- Establish a hierarchical network of connections and activity nodes that strengthens connections between downtown neighborhoods.
- Address the relationship between public and private space and develop policies and design standards for public and private development.

- Coordinate work *with* Sound Move, South Downtown Plan, Washington State Ferry plan, Port of *Seattle* waterfront plan, Pine Street Plan, Municipal Center Urban Design Plan, and other planning efforts.
- Be directed by a strong advisory committee of neighborhood representatives, design professionals, *Allied Arts*, etc., and include a public outreach process.
- Address the following issues and others identified by the advisory committee:

- Civic Facilities
  - Seattle Civic Center
  - King County Administrative Center
  - Seattle Public Library
  - Light Rail Station Areas
- Public Space
  - Urban Form
  - Open Space
  - Pedestrian Streetscapes
  - Green Streets
  - Great Streets
  - Transit Streets
  - Sky Bridges and *Alley* Vacations
  - Waterfront and Alaskan Way
- Design Standards and Maintenance
  - Streetscape Design Standards
  - Sidewalk Pavement
  - Objects in the Right of Way
  - Public Art
  - Streetscape Fixtures
  - Landscape Elements
  - Public *Graphics/Wayfinding*
  - Design Guidelines
  - Repairs and Restoration
  - Utility Coordination
  - Maintenance*
- Implementation
  - Scope of Work
  - Plan Coordination

### Downtown Framework

While current comprehensive plan policies, land use regulations, and design standards provide a tools and components of an overall framework for the downtown; these elements need to be organized, prioritized, and expanded into a “blueprint” for downtown that will stand as a long-term statement of principles and standards.

These principles and standards must address the collective vision of the downtown community as well as functional and economic practicality. It will define and shape future public and private actions; clarify city administrative, regulatory, and investment roles; and illustrate how downtown should be improved within the range of individual neighborhoods’ need for expressing their unique characters while at the, same time, doing so within an overall Downtown Seattle Urban Center sense of place.

This can only be achieved within an open process which engages all constituents of the downtown. .

### Civic Facilities

Seattle Civic Center - Planning for the new Seattle Civic Center *should* establish a *unique*, visible, and appropriate image for the seat of Seattle’s municipal government.

King County Administrative Center - Planning for improvements to King County’s courthouse and administrative and corrections facilities should be closely coordinated *with* planning for the adjacent Seattle Civic Center, which is proceeding on a parallel schedule.

Seattle Public Library - The new Seattle Public Library is envisioned as a “state-of-the-art” facility at the heart of the downtown. Planning

should consider the library’s potential for increasing open space and impacting housing and retail services as well as it’s relationships to the streets.

Light Rail Station Areas - Transit-related planning around stations should consider the neighborhoods, desires to concentrate employment and housing along high-capacity transit corridors. Station area planning should integrate the *neighborhoods’* strategies for meeting job growth targets and increasing development capacity. The Urban Design Plan should address the urban design impacts of station area development within the context of the adopted neighborhood plans.

### Public Space

Urban Form - The 1985 Downtown Land Use and Transportation Plan outlines urban form policies for the downtown including: Historic Preservation; Building Heights, Building Setback; Street Level Views; Street Level Development Standards; Uses at Street Level; Use of Street Space; Signs; Open Space. The Urban Design Plan *should* review and update these policies and provide more detailed design direction. In addition, the Urban Design Plan should further address urban form issues including: Sky Bridges; Alley Vacations; Landmarks and Destinations; Gateways and Connections; Waterfront Pedestrian Connections; and Water Views.

Open Space - Open space planning should be coordinated with open space plans of the downtown *neighborhoods*. The overall downtown open space plan should provide a range of active, and passive open space components consistent with the Comprehensive Plan open space goals and policies. The potential for converting underutilized street right-of-ways into open space *should* be explored.

Gateway Connector and Special Use Streets -

Two of downtown Seattle's main gateway and connector streets are Second and Fourth Avenues. Both streets also have individual characteristics of abutting building *plaza/entry* courts, public open spaces, public institution structures and strong links to adjacent neighborhoods. These, and other streets should be individually *analyzed* for their unique contributions to the form and function of the downtown. This analysis should be the basis for developing urban design standards for individual streets that *will* define their unique character and guide their future development for both pure functional and *urban* form purposes.

Pedestrian Streetscapes - Attractive streets with pedestrian circulation capacities related to actual and projected demand. are essential. *All* downtown streets should emphasize the pedestrian as a vital functional component of a comprehensive transportation plan. Light rail and job growth will bring thousands of additional pedestrians into downtown, increasing the need for gracious, safe, well-designed functional sidewalks.

Green Streets - Green Streets (existing and new) should be identified as part of the Urban Design plan, with emphasis on streets that connect to the waterfront and to adjacent neighborhoods. Mechanisms are needed for funding both conceptual planning and later design and construction, and administering the implementation of Green Streets. These mechanisms should include specific urban design, engineering, construction, and long-term maintenance components. The *DUCPG* has recommended that Green Street program management be assigned to a single City department.

Great Streets - The Mayor's office has designated *Westlake* Avenue as a Great Street, or a major transportation corridor with opportunities for housing development and intensive *streetscape* improvements. The Mayor

has instructed SEATRAN to begin planning for implementation and identifying funding for the project. *Westlake* is an important link between the downtown and South Lake Union. The street's *width* suggests boulevard treatment and its diagonal orientation offers opportunities for creating *connecting* Green Streets and *related* open spaces. The Urban Design Plan *should* specifically address *Westlake's* role and character and should provide urban design direction to guide *streetscape* improvements in coordination *with* the plans of the adjacent neighborhoods.

Transit Streets - Additional surface bus traffic is anticipated when light rail operations displace bus traffic from the tunnel to surface streets. This high-volume surface bus traffic could be detrimental to the pedestrian-oriented environment. As part of the Urban Design Plan, coordinated downtown-wide transit planning should consider the strong pedestrian focus and should include measures to mitigate negative impacts of surface transit on pedestrians. These measures should include intensive *pedestrian*-oriented *streetscape* improvement, such as well-designed bus stops "with *shelters* that do not impede pedestrian *flows* on sidewalks.

Sky Bridges and Alley Vacations , increasingly, developers are petitioning the City right-of-way vacations that grant use of the public *right-of*-ways for private development. Sky bridges and *alley* vacations are becoming commonplace, with little debate over the long-term *cost/benefit* impact on the street-level pedestrian environment and circulation system. The Urban Design Plan should develop clear policies for limiting street vacations in conjunction with the specific objectives of individual neighborhoods' visions for alley uses.

Waterfront and *Alaskan* Way - The Urban Design Plan should highlight the downtown's spectacular natural setting and address the relationship of downtown Seattle to its most prized feature: the central waterfront along Elliott Bay. *Currently*, the entire downtown is



cut off physically and visually from the waterfront by the intimidating and noisy *Alaskan Way* viaduct, arterial and *railroad*.

Critical components of the Urban Design Plan *should be*: development along *Alaskan Way* “piers; Port of Seattle development plans; views of the water; pedestrian access to the waterfront area; opportunities to access to the water itself; waterfront transportation connections (commuter *rail*, freight *mobility*, etc.); and waterfront connections between downtown neighborhoods as well as the *valuable* connections provided by the waterfront pedestrian and bicycle trail *and* the streetcar.

#### Design Standards *and* Maintenance

Streetscape Design Standards - Jfre Urban Design Plan should review and update City streetscape design and construction standards and customize them for the neighborhoods as appropriate with *streetscape* standards that reflect their characters and functions. Sidewalk widths should meet level-of-service standards, i.e., sidewalks should be wide enough to accommodate pedestrian volumes. Sidewalks should also accommodate some outdoor uses of adjacent businesses *and* provide a buffer between pedestrians and vehicle traffic. Streetscape design standards should address: required setbacks from the curb to the walking zone; curb treatments/types; corners layouts (i.e., corner turning *radii*, ADA ramps, brass inlaid street names); inlaid sidewalk art; utility *grates* (type and placement); utility “boxes(type and placement); utility pole consolidation; and sidewalk pavement.

Sidewalk Pavement - Because they are typically developed in conjunction with abutting private development, consist of a hedge-podge of different types and qualities of pavement. Sidewalk treatments vary greatly from *site-to-site* and *block-to-block*. As a result, there is no unified pavement character. Because maintenance of so many pavement types is difficult, many sidewalks have been

inappropriately repaired. The Urban Design Plan should establish unifying standards for public sidewalk pavement while honoring specific neighborhood Visions and providing some degree of flexibility for individual expressions.

Objects in the Right-of-Way - Poorly located utility poles, utility boxes, parking meters, newspaper dispensers, garbage receptacles, sandwich boards, public art, bus shelters, planters, and other objects often obstruct the flow of pedestrian traffic in the walking zone of downtown sidewalks. These objects are especially hazardous for people with vision impairment. Objects in the right-of-way should be simplified, clustered, consolidated, aligned, relocated, or eliminated wherever possible. The Urban Design Plan should develop policies for addressing these issues.

Public Art - Public art can celebrate its environment or it can degrade it. The Urban Design Plan should develop a strong public involvement process and criteria for selecting and incorporating art in the *public* right-of-way. Public art *should* reflect the area’s unique context and character.

Streetscape Fixtures - Pedestrian lights, roadway lights, trash receptacles, recycling receptacles, bicycle racks, benches, drinking fountains, newspaper dispensers, kiosks, tree grates, planters, utility grates, utility boxes, and bus shelters are all pieces of furniture in the public living room. Yet these streetscape fixtures are typically treated more like industrial structures than like functional and aesthetic elements in our public home. *Too* often, their design and materials are low quality and their placement is haphazard. The Urban Design Planning effort should *include* research of street fixture manufacturers used by Portland and other cities with high urban design qualities. The Urban Design Plan should identify a set of *streetscape* fixtures appropriate for use in the downtown.

Landscape Elements - Not only does vegetation aesthetically *soften* the urban environment, but it provides environmental benefits as well. For example, street trees mitigate glare by providing shade, improve air quality by filtering carbon-monoxide-polluted air, reduce stormwater *run-off by providing* soil for water to filter through, and provide a physical buffer between *pedestrians* and vehicle traffic. The Urban Design Plan should address ways to strengthen both the aesthetic and environmental qualities provided by natural elements. *It should* establish policies and design standards for the placement and installation of street trees and other vegetation.

Public Graphics/Wayfinding - Wayfinding signs, street signs, bus stop signs, transit station signs, and other public signs need to be designed in an integrated manner. The Urban Design Plan should provide design guidelines for a coordinated system of public graphics. The 1998 Wayfinding Project administered by SEATRAN provides an excellent basis for continued refinement of this concept. No, coordination with the downtown neighborhoods should be initiated within the context of the Urban Design Framework to bring this to fruition.

Design Guidelines - The City is in the process of developing design guidelines for private development projects. These should be customized to be consistent with the neighborhoods' design visions. Revised design guidelines for the downtown are currently in process. The Urban Design Plan should coordinate with this process and should address “, specific neighborhood design guidelines pertaining to pedestrian qualities, especially the relation of buildings to the street. These issues should include building entries, setbacks, windows, courtyards, and continuous *façade* treatments.

Building Form and Massing - The existing zoning and land use code contains provisions

dictating setbacks, open space requirements, and required modifications of building form. The intent of these provisions is to create more interesting building forms. When uniformly applied, however, the provisions also promote the repetitive building solutions. The Urban Design Plan should look at developing alterations or *periodical* revision of these form *giving* provisions. These alterations and periodic changes could promote the development of evolving building types and create a more diverse and interesting urban *skyline*.

Repairs and Restoration - Any construction that takes place *within* rights-of-way greatly impacts the image of the City that *is* experienced by thousands of pedestrians every day. The Urban Design Plan should establish criteria for timely completion of sidewalk and roadway repairs that do not *unduly* disrupt business, retail, and tourism activities. *In* addition, when pavement is repaired, it is frequently constructed to much lower design and *material* standards than the *original* roadway. The Urban Design plan should establish criteria and standards for restoring disrupted sidewalks and roadways in keeping with their *original* design and materials.

Utility Coordination - Roadways are constructed and reconstructed by many entities. *In* addition to SEATRAN, various public and private utilities frequently access sub-surface areas in the roadways. The Urban Design Plan should establish requirements for scheduling coordinated street work, and standards for pavement restoration.

Maintenance The Urban Design Plan should develop a policy and funding mechanism to assure long-term maintenance and upkeep of existing and new public spaces.

Implementation

Scope of Work - The first steps in creating the Urban Design Plan should be securing funding and hiring a consultant to develop a detailed

scope of work in cooperation with the downtown community and city departments. The scope of work should include a comprehensive work program, a phasing plan to produce increments of the work program, and a detailed budget and schedule.

Plan Coordination - The Urban Design Plan should build on the DUCPG and neighborhoods' recommendations presented in the plans. The Urban Design Plan should also coordinate with: Seattle Civic Center, King County Administrative Center, Seattle Public Library planning, and Sound Transit station area planning; Monorail and Downtown Circulation planning; Green Streets implementation; Westlake Great Street implementation; downtown Wayfinding project; Downtown Design Guidelines development; South Lake Union planning; and City capital improvement projects.

#### DOWNTOWN TRANSPORTATION PLAN

- Coordinate public outreach program with Urban Design Framework Plan process
- Coordinate key recommended strategies of the Downtown Circulation Study, and Seattle Transit Initiative with design development plans for both interim and long-range Sound Transit, K.C. Metro, Washington State Ferries, Port of Seattle, AMTRAK, and others' service improvements
- Develop a comprehensive priorities action plan for high profile projects such as Green Streets, Key Pedestrian Streets, Great Streets, hill-climbs, and other pedestrian and bicycle improvements identified in the downtown plan
- Coordinate public street right-of-way improvements with new major projects such as the Library, Civic Center, Federal Courthouse, Link tunnel stations, and Ferry Terminal to establish downtown pedestrian theme

- Conduct *analysis* of origin-destination patterns and projections for all transportation modes including pedestrians
- Develop means for balancing freight mobility with DUCPG and urban village transportation objectives.

#### BONUS/TDR SYSTEM ECONOMIC ANALYSIS

- Conduct *downtown-wide analysis* to determine fair market values of public benefit features and development rights transfer system including superbonus, small site and small building and open space provisions
- Establish values of bonuses and TDRs on a geographic (neighborhood) and zoning district basis
- Incorporate *analysis* of the proposed Seattle-King County rural land TDR program in Denny Triangle
- Develop streamlined management plan for implementation and monitoring of the system

#### Near Term Work Program

#### HUMAN SERVICES PLAN

Two major 1998 accomplishments have provided extensive groundwork for the formulation of an action plan for the comprehensive provision of human services in downtown Seattle.

The Downtown Human Services Forum of February 24 brought together a large audience of stakeholders to hear presentations from experts and practitioners in human services. A team of 19 Advisory Panelists representing funders, agencies, elected officials, academicians, and the downtown community then crafted strategies for issues identified in the presentations.

The DUCPG conducted a survey of all downtown human service providers to create a baseline "snapshot" of the universe of facilities and programs currently operating in the downtown. This inventory should be used to establish a process aimed at the following actions:

- Establish human services task force of service providers, funders, downtown neighborhoods and other stakeholders
- Develop work plan addressing information needs and forecasts
- Prepare and evaluate alternative strategies
- Develop phased plan for service improvements, facility siting standards, etc.

This plan should address the key issues identified in the Forum which were:

- Addressing mental health and substance abuse chronic conditions;
- Creating employment opportunities that will increase self sufficiency for those hardest to employ; and
- Link housing supply expansion to social services.

#### **DOWNTOWN PARKING MANAGEMENT PLAN**

- Study feasibility of alternative parking management system options
- Target programs for development of neighborhood-serving parking facilities
- Revise land use code to address needs for residential parking and short-term parking.

#### **POLICY [M- 1 : COMMUNITY DEVELOPMENT**

The City shall undertake a comprehensive community development program to encourage and preserve mixed income residential neighborhoods with complementary small retail and commercial uses. Greatest priority shall be placed on the development of new affordable housing, the

preservation of low income housing, the retention and restoration of historic structures, and improvements to the street level environment needed to create a sense of neighborhood.

#### **Implementation Guideline 1 Housing Programs**

The City shall focus available resources to assist affordable housing production through the rehabilitation and preservation of existing units and construction of new units. Existing Block Grant and Section 312 funded programs shall be targeted to areas designated for major housing concentrations in the urban village neighborhood plans. To assist construction of new low-moderate and middle income units, the city shall actively seek federal funds. The City shall also promote use of State Housing Finance Agency multifamily bonds for new rental construction and shall extend the tax exemption program throughout the Downtown as feasible.

#### **Implementation Guideline 2 Historic Preservation**

Historic Character Areas shall be established within neighborhoods as defined in the plans and the urban design framework plan. Commercial uses shall be permitted outright in non-residential landmark structures, in accordance with Policy \_ Historic Preservation, to provide an incentive for "the rehabilitation of structures in which housing may not be a feasible economic use.

#### **Implementation Guideline 3 Neighborhood Commercial Services**

The development of street level neighborhood commercial uses shall be encouraged by targeting loans to small businesses needed to support an in-city residential neighborhoods.

#### **Implementation Guideline 4 Street Improvements**

A comprehensive program of street improvements shall be implemented. Included shall be Green Streets identified in neighborhood plans, pedestrian amenities and landscaping along key pedestrian streets, the development of Third Avenue as a transit and pedestrian boulevard and improved pedestrian connections to the waterfront. These improvements shall be a high priority for public capital investment to reinforce and encourage desired residential development as well as improve overall street level environment consistent with neighborhood plans.

**Implementation Guideline 5 Immediate Action Program**

The City shall implement a six year program of immediate actions to "attract federal and private funds, stimulate new affordable housing development and preserve existing low income housing. This program shall coordinate housing resources to rehabilitate existing housing units and construct new low-moderate and middle income units, assist rental and condominium developers to construct additional housing, and include capital improvements that are highly visible and targeted to build confidence in downtown neighborhoods, improve neighborhood appearance, and increase safety and security.

**Implementation Guideline 69: Parking Structures for Residential Use**

The City shall consider partnering and/or building neighborhood parking structures primarily intended for use as "parking for nearby residential buildings. This would facilitate low cost housing by eliminating the need to provide on-site parking.

**POLICY IM-2: HARBORFRONT**

As part of the Urban Design Framework Plan, The City shall continue the community development program for the Alaskan Way Harborfront to achieve the Downtown Plan's vision for the area as an active marine environment providing public access and

recreation opportunities in harmony with maritime commercial use of the shoreline

**Implementation Guideline 1 Rail Operations**

The City shall work to divert train traffic from the waterfront to the downtown tunnel. The City shall work with the railroads to eliminate surface train traffic through the waterfront south of Stewart Street. The City shall insure that the train diversion will not create an overall increase in safety hazards. Space currently occupied by the railroad tracks shall be "reused to provide additional parking, landscaping, open space and bicycle paths.

**Implementation Guideline 2 Parking**

Adequate parking shall be planned. Both accessory and principal use parking demands should be met on upland lots. Additional short term parking, independent of or integrated with upland lot development, shall be considered.

**Implementation Guideline 3 Waterfront Streetcar**

The waterfront streetcar shall continue its operations along the waterfront and Pioneer Square and the International District. Further extensions shall be considered in the Downtown Transportation Plan.

**Implementation Guideline 4 Pedestrian Circulation**

Additional Pedestrian routes shall be developed between the downtown and the waterfront as identified in the neighborhood plans and the urban design framework plan. Opportunities for provision of hill climb assists within private projects should be encouraged. Eagle and Vine shall be developed to connect with the Denny Regrade.

**Implementation Guideline Bicycle Circulation**

A bike path shall be developed, integrated with the pedestrian promenade, from Myrtle

Edwards Park on the north to Pioneer Square on the south.

**Implementation Guideline 6 Open Space**

Development of major and minor public open spaces, integrated with the pedestrian street system shall be included in the downtown urban design framework plan, consistent with the neighborhood plans.

**POLICY IM-3: WESTLAKE**

**BOULEVARD/SOUTH LAKE UNION**

As part of the urban design framework plan, The City shall undertake a comprehensive community development program to stimulate and guide major changes in the area centered on Westlake Avenue from the retail core to Lake Union. This effort shall include development of Westlake Avenue as a "Great Street", resolution of the transportation problems in the Mercer Corridor, and determination of appropriate development on the South Lake Union shoreline as identified in the South Lake Union neighborhood Plan.

**Implementation Guideline 1 Westlake Boulevard**

Westlake Boulevard shall be developed as a linear urban design element from Westlake Mall in the retail core to the south end of Lake Union. The design of the boulevard shall provide a pedestrian amenity, and form a functional and visual linkage from the downtown core to the lake.

**Implementation Guideline 2 Traffic Circulation**

Vehicular circulation patterns shall be changed to emphasize the importance of Westlake Boulevard as an entrance to downtown. Westlake shall be converted to a two-way street for its entire length. Traffic circulation changes on Westlake and the proposed conversion of Sixth Avenue to a two-way street will "consolidate traffic

circulation in the area. This will allow many of the complex intersections to be simplified, easing vehicular and pedestrian movement. Landscaping, selected sidewalk widening and the development of open space at intersections where cross street right-of-way is no longer needed can occur.

**Implementation Guideline 3 Development**

By directing through-traffic to Westlake Avenue, Sixth Avenue and Denny Way the streets within the triangular area bounded by these thoroughfares will become needed only for local access. since most land in the area is in a single private ownership, an opportunity to plan development as a single unit is presented. Consideration shall be given to exchanges of public right-of-way and private land to facilitate new development and provide needed public open space along Westlake Boulevard.

**POLICY IM-4: PLANNED COMMUNITY DEVELOPMENT**

A planned community development procedure shall be established to allow flexibility in the application of regulations and standards for major development on large sites or areas of downtown. This procedure shall apply only where proposals for major development would change the character of an area or be of significant public benefit as identified in neighborhood plans. The City Council shall consider the public benefit and may impose conditions which would mitigate negative impacts prior to approval of any planned community development.

**Implementation Guideline 1 Procedure**

A planned community development may be initiated by a city agency, other governmental agency or private party; however, no application shall be considered which does not include participation by the City. City participation may be by a variety of means as appropriate to the development, but shall always include a role in project planning.

Following administrative review and evaluation of the application, a recommendation for approval or disapproval including modifications and conditions shall be issued. Final approval of the planned community development shall be by City Council action. Where community or special review boards have jurisdiction their recommendation shall be incorporated with the administrative recommendation made to City Council.

transportation, parking, energy, and public services, as well as such environmental factors as noise, air, light, glare, and water quality. Mitigation of adverse impacts shall be required to protect areas nearby and the public interest.

**Implementation Guideline 2 Project Planning**

The development shall be planned as a total project consistent with the downtown policies as well as the policies for adjacent areas if the project is likely to impact areas adjacent to downtown. The proposal shall be comprehensive and specify all elements including the requested departures from the [and use code.

A minimum site size shall be established to assure a project of sufficient extent to affect the character of the surrounding area and warrant the proposed exceptions. The area of any existing public right-of-way or public right-of-way vacated less than five years prior to the planned community development application shall be excluded from calculation of the minimum site size.

To take advantage of the opportunities afforded by comprehensive development of large sites, exceptions may be allowed from certain provisions of the land use code.

**Implementation Guideline 3 Evaluation**

A project proposed as a planned development shall be evaluated on the basis of the public benefit provided with regard to housing, particularly low-income housing, services, employment, revenue, neighborhood cohesion, pedestrian circulation and urban form. The impacts considered shall include effects on housing, particularly low-income housing,

**APPENDIX**

The following maps are currently part of the Seattle Land Use Code used to direct development within the downtown. Implementation of this proposed DUCPG Plan will require review and revision of these maps in conjunction with the recommended changes to the bonus system, transportation facilities, etc.